

# *IMMIGRANTS*

## *IN*

# *HAWAII*

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IMMIGRANTS IN HAWAII  
FOURTH ANNUAL REPORT  
1978

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## FOREWORD

The immigrant situation in Hawaii calls for an objective appraisal of means of integrating immigrants into American society. Almost all immigrants have come with special talents that can make community life richer if appropriately utilized. The culture shock which every immigrant undergoes differs in intensity depending primarily upon the individual's inner resources and the local community's acceptance of the newcomer.

As a state, Hawaii has accepted the responsibility of facilitating the adjustment of immigrants who are residing in the islands to become productive members of society. However, integration as a social process requires time, commitment, and the conscious efforts of both immigrants and the host community. While many immigrant values are congruent to some degree with American values, other immigrant practices, which were appropriate in their native country, conflict with the dominant culture in Hawaii and the United States.

This report provides a demographic overview of immigrants in the State, an assessment of their needs and problems, and a review of immigrant-related service activities. It is hoped that this information will provide other agencies and the general public with background on our continuing effort to assist immigrants in helping to build a better community.

# OVERVIEW

## Background

The 1965 amendment to the Immigration and Nationality Act, which was enacted to eliminate the inequities in U.S. immigration, set apart immigrants into two groups: those subjected to numerical limitations, and those not numerically restricted.

The numerically restricted immigrants were admitted on an annual quota system, 170,000 for the Eastern Hemisphere and 120,000 for the Western Hemisphere. In 1978, this quota system was amended to establish a single worldwide annual quota of 290,000 immigrants. For the Eastern Hemisphere, there is an annual ceiling of 20,000 per country and a maximum of 200 from any one dependent area, like Hong Kong. The annual quota is allocated on the basis of seven preference categories: four of which provide for the reunion of families of U.S. citizens and resident aliens; two for professional, skilled, or unskilled workers needed in the U.S.; and one for refugees. Nearly three-quarters of the immigrants admitted to the U.S. in 1976 came from this numerically restricted group.

Approximately one-fourth of the immigrants admitted to the U.S. in 1976 were not subjected to numerical restrictions. Immediate relatives (spouses, children or parents) of U.S. citizens were accepted, as well as certain employees or honorably retired former employees of the U.S. government abroad and their accompanying spouses and unmarried, minor children. Ministers of religious denominations, their spouses and unmarried, minor children were also included in this group.

In 1976, the U.S. admitted 398,613 immigrants from various countries across the continents: Europe - 72,404; Asia - 149,881; North America - 142,307; South America - 22,706; Africa - 7,723, and Oceania - 7,592. The 1965 Act had produced two dramatic changes in U.S. immigration



patterns: the total number of immigrants increased, and the proportion of Asian immigrants also increased. In 1965, only one out of every fourteen immigrants was Asian, but by 1976, that proportion had risen to one in three.

This immigration trend has had a definite impact on the State of Hawaii. Hawaii has been an attractive and popular destination for immigrants from China, Japan, Korea, and the Philippines. This has been so largely because of Hawaii's similarity of food and climate, and the presence of a large number of people of the same cultural backgrounds. Since 1970, Hawaii receives a greater per capita influx of immigrants than any other state. For example in 1975 Hawaii received 8.7 immigrants per thousand civilian population, the highest in the nation and 4.8 times the national average.

#### Demographic Information

Table I shows that between 1970 and 1978, a total of 63,966 immigrants were admitted to Hawaii as permanent residents. This number does not include American Samoans (estimated 15,000 in Hawaii) who are U.S. nationals and Indochinese refugees (about 3,000) on parole status. Immigration to Hawaii has been about 7,000 persons annually since 1975 and approximately 3,000 immigrants become naturalized citizens every year.

As of January 1978, the total number of aliens in Hawaii totaled 69,959. This includes those immigrants who have not yet become naturalized citizens as well as temporary residents, e.g., students, businessmen, diplomats from foreign countries. Additional information revealed that ninety-one percent of aliens who reported in January 1977 were permanent residents.

TABLE 1. IMMIGRANTS ADMITTED TO HAWAII BY COUNTRY OF BIRTH  
REPORTING HAWAII AS THEIR STATE OF INTENDED RESIDENCE, 1970-1978

Year Ended June 30	Total	Canada		China and Taiwan		Korea		Japan and Ryukyu Islands		Philippines		Other Countries	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1970-1978	63,966	850	1.3	4,086	6.4	9,968	15.6	4,395	6.8	34,067	53.2	10,718	16.7
1970 <sup>1</sup>	9,013	90	1.0	423	4.7	596	6.6	363	4.0	6,426	71.3	1,115	12.4
1971	6,055	81	1.3	271	4.5	568	9.4	409	6.8	3,704	61.2	1,022	16.9
1972	6,765	92	1.4	392	5.8	868	12.8	603	8.9	3,764	55.6	1,046	15.5
1973	6,881	64	0.9	455	6.6	1,305	19.0	544	7.9	3,179	46.2	1,334	19.4
1974	6,549	64	1.0	429	6.6	1,127	17.2	464	7.1	3,418	52.2	1,047	16.0
1975 <sup>2</sup>	7,012	87	1.2	555	7.9	1,476	21.0	587	8.4	2,913	41.5	1,394	19.9
1976 <sup>3</sup>	7,083	110	1.6	631	8.9	1,515	21.4	556	7.8	3,222	45.5	1,049	14.8
1977 <sup>3</sup>	7,825	175	2.2	527	6.7	1,488	19.0	495	6.3	3,568	45.6	1,435	18.3
1978 <sup>4</sup>	6,783	87	1.2	403	5.9	1,025	15.1	374	5.5	3,873	57.1	1,276	18.8

<sup>1</sup>The official 1970 tabulations, shown here, are thought by some authorities to have overstated the actual numbers by several thousands.

<sup>2</sup>Includes 196 Vietnamese admitted under regular programs but excludes approximately 2,000 Vietnam refugees still in parole status.

<sup>3</sup>New Fiscal Year ending September 30.

<sup>4</sup>Preliminary, from unpublished monthly records of U. S. Immigration and Naturalization Service, Honolulu District.

Source: DPED Statistical Report 112, "Hawaii's In-Migrants, 1975," April 17, 1976 (Table 13).

\*A transition figure of 706 should be added to the total number which would make a 14 month year for 1976.



### Age and Sex

The most striking characteristic of recent immigrants as compared to earlier immigrants is the large number of young children. This is reflected in Table II. However, the foreign born residents are still usually older than the local born population. In 1975, the median ages were 26.9 years for persons born in Hawaii, 29.1 years for mainlanders, and 38.3 for those born abroad. According to Population Report No. 10 published by the Hawaii State Department of Health, males outnumber females among Hawaii and mainland born residents. The opposite is true for foreign born. The sex ratio in 1975 was 86.4 males per 100 females for all residents born abroad. In 1976, approximately 55 percent of immigrants admitted to the United States were females. Additional information indicated that most of the immigrants 60 years old and over were parents of U.S. citizens.

TABLE II. AGE OF IMMIGRANTS  
ADMITTED TO HAWAII IN 1976

<u>Age</u>	<u>Number</u>	<u>Percent</u>
19 and under	2,267	29.1
20 to 59	5,001	64.2
60 and over	<u>521</u>	<u>6.7</u>
Total	7,789	100.0

Source: 1976 U.S. Immigration and Naturalization Service Annual Report.

### Residential Distribution

The current pattern of residential distribution among immigrants is similar to that of 1973 except that there is an indication of population gravitation towards Oahu. This pattern is not unusual in the immigration process especially in times of high unemployment. Immigrants tend to flock to the central cities where employment is easier to find and

public transportation is available. Immigrants will also settle in areas where others of the same cultural group have already established themselves. (See Table III.)

TABLE III. COMPARATIVE RESIDENTIAL DISTRIBUTION OF  
1966-1972 IMMIGRANTS AND 1976 ALIENS IN HAWAII

	<u>1966-1972 Immigrants</u>		<u>1976 Aliens</u>	
	<u>No.</u>	<u>Percent</u>	<u>No.</u>	<u>Percent</u>
Hawaii	2,163	5.6	3,648	5.8
Maui	3,012	7.8	4,044	6.5
Lanai	579	1.5	391	.6
Molokai	502	1.3	473	.8
Oahu	30,201	78.2	51,307	82.1
Kauai	<u>2,163</u>	<u>5.6</u>	<u>2,617</u>	<u>4.2</u>
Total	38,620	100.0	62,479	100.0

Sources: Report on Immigrant Services and Problems, 1973, State Immigration Services Center; and Population Report, Issue No. 10, Hawaii State Department of Health.

#### Ethnic Composition

Table I shows the ethnic background of immigrants admitted to Hawaii. Immigrants from the Philippines constitute the largest group and represent more than one-half of all immigrants admitted between 1970 and 1978. The primary reason for this large share is due to the greater number of U.S. citizens and permanent residents of Filipino ancestry whose immediate relatives are still coming to join their families here in Hawaii. More than two-thirds of the Filipino immigrants admitted to the United States in 1976 came under relative preferences. The number of Filipinos immigrating to the United States will probably remain high for quite some time.

The information also reveals a striking trend in Korean immigration to Hawaii. They are arriving at a much faster rate than any other Asian



group. Between 1970 and 1976, the number of Korean immigrants settling in Hawaii almost tripled. Since Korean immigration to the United States is also reaching the 20,000 limit and three-fourths come under relative preferences, the number of Koreans coming to Hawaii can be expected to remain high.

The Chinese immigration from China/Taiwan and Hong Kong to the United States is also reaching the 20,000 limit but only about 500 found themselves staying in Hawaii. The most prominent features of this group are their enterprising spirit and willingness to move to unfamiliar areas of the continental United States. The recent establishment of diplomatic relationships between the U.S. and the Peoples Republic of China will most likely increase the number of Chinese immigrating to this country.

Immigrants from Japan to the U.S. totalled 2,219 in fiscal year 1976. Of this number, 556 or 25 percent chose to reside in Hawaii. However, about 76,000 Japanese excluding temporary visitors entered the country as non-immigrants in one of the following classifications: diplomats, students, businessmen, intracompany transfers, trainees, temporary workers, etc.

Most Indochinese refugees are not included in the total number of immigrants admitted during 1976 since they were on parole status. Approximately 3,000 Indochinese refugees in Hawaii are parolees and are under special program arrangement. A small number of Vietnamese "boat people" and Laotians have been arriving regularly with about 500 refugees a year intending to settle here in Hawaii.

Added to the immigrants and refugees are an estimated 15,000 Samoans, most of whom are American nationals and therefore not subject to immigration restrictions. Although Samoans are technically not immigrants, they experience similar problems of adjustment to American society.

## Problems of Hawaii's Immigrants

When immigrants first arrive in Hawaii, they experience many problems in adjusting to American society. Some are similar to those that local residents have experienced for many years such as a lack of low cost housing, a high cost of living, and a scarcity of suitable employment. Compounding their problems are difficulties encountered in speaking English and adjusting to a different environment and culture. Although immigrants have basically the same types of problems, the intensity of their problems vary with the level of education, socio-economic status, community support, and ability to adapt to the local life-style. The following describes some common problems and areas of special concern.

Language and Communication. Most immigrants have difficulty in conversing in the English language. This creates problems in seeking suitable employment, in educational placement, and in relating to the larger community according to American standards of communication. The Indo-chinese refugees and the immigrants from China, Japan, and Korea have severe problems in English communication. Generally, this problem is not as critical for Filipinos and Samoans since English is not entirely foreign to them. This does not mean, however, that their communication skill is sufficiently acceptable to the American public.

Most studies on immigrants have documented this major problem of language and communication. A recent federally funded study entitled "Evaluation of the Impact of HEW Assistance on Recent Immigrants in the State of Hawaii" dramatically illustrated how language problems imposed a barrier on the immigrants entry into American society. As one social worker reported, "many (immigrants) failed personal interviews because of language."

In 1976, the Kalihi-Palama Community Mental Health Center Branch identified 8,825 non-native born adult residents in the Kalihi-Palama Catchment area who have poor or no comprehension of the English language. (See Table IV.) The Department of Education, in a Status Report dated



July 1977, identified 9,340 students in Hawaii's public schools with limited English speaking ability. Preliminary findings in the HEW Immigrant Study indicated that about one-half of Hawaii's immigrant population is not availing itself of various public services because of an inability to speak English.

TABLE IV. ESTIMATED NON-NATIVE BORN ADULTS IN KALIHI/PALAMA WITH POOR OR NO COMPREHENSION OF ENGLISH LANGUAGE BY LINGUISTIC BACKGROUND, 1976

<u>Primary Foreign Language</u>	<u>Number of Adults</u>	<u>Percent</u>
Ilokano	3,300	37.4
Japanese	2,313	26.2
Cantonese	1,545	17.5
Korean	394	4.5
Visayan	324	3.7
Tagalog	208	2.3
Samoan	162	1.8
Others	<u>579</u>	<u>6.6</u>
Total	8,825	100.0

Source: Kalihi-Palama Community Mental Health Center Branch, Department of Health, Research Report #1, "Language Problems in the Kalihi-Palama Catchment Area," 1976, Table 3.

Although success in securing employment, school placement, and overall adjustment is dependent upon mastery of the English language, the solution to this problem must not be solely borne by the immigrants themselves. The fact that immigrants have difficulty in English should not imply that the only solution is to teach them English and expect them to understand our delivery system. A need to adapt the services of the social service agencies themselves, Department of Education and Department of Social Services & Housing to become more sensitive to the cultural differences of immigrant groups may be indicated.

Employment. The Hawaii Office of Economic Opportunity 1975 Census Update Data indicated that immigrants are employed in low paying jobs. The report shows that immigrants have a lower unemployment rate (5.5) than Oahu residents (7.5) but their median income of \$6,928 is far below the Oahu residents median income of \$10,192.

The data appear to refute a popular myth about immigrants that they will come to the country and be supported by public funds. The truth is quite the contrary. Immigrants have a relatively high rate of employment and show a strong desire to become functioning members of the community.

They are, however, in many cases, underemployed. They work in jobs far below their skill level, and at low pay. Many immigrants are forced to work at two jobs and long hours to survive in their new home.

Although this phenomenon has been documented in research studies, it has just begun to attract public attention. A recent editorial in the Los Angeles Times (reprinted in the Honolulu Advertiser, Monday, January 22, 1979) relates the story of one typical immigrant who came to the United States from Hong Kong. The woman called Mei-Ling had been a nurse in Hong Kong, but sewing was the only skill that she could readily exploit when she arrived here, so a Chinese friend arranged her first job, making jacket cuffs for 8 cents a piece. She worked 10 hours a day, six days a week, averaging 83 cents an hour with no benefits of any kind. The factory was substandard and working conditions were poor. Nonetheless, Mei-Ling worked hard and demonstrated both a desire to learn and quick aptitude. Today, she commands the highest salary in the factory, averaging about \$5 an hour for a 55-hour week.

When asked why she didn't look for a better job Mei-Ling replied, "I was not born here. I don't know English very well. You Americans have all the good jobs. We foreigners must take what is left."

Perhaps, Mei-Ling is speaking the sentiments of thousands of other immigrants, as well.

Employment problems of immigrants have continued during the past year due to general economic difficulties and the oversupply of trained workers seeking employment. The current labor market situation indicates that employers are hiring fewer workers and are far more selective. Preliminary findings in the HEW Immigrant Study indicate that the skill and experience immigrants bring with them are unacceptable to local employers. Many immigrants left their country with unrealistic expectations of economic opportunities only to be faced with the cold realities of unemployment upon arrival in the Islands. When an immigrant is interviewed for a job, employees usually use the lack of local experience as a barrier so that the applicant will accept lower pay than he or she would otherwise have received.

Underemployment rather than unemployment is the major problem among immigrants with professional training. Insensitive institutions contribute to the underutilization of trained immigrants by establishing unnecessary barriers, some of which have nothing to do with the ability to practice the profession. It is apparent that licensing requirements, residency considerations, and the propensity of employers for hiring persons with backgrounds similar to their own all militate against the immigrants. Because of these hard realities in hiring practices, most immigrants find themselves unable to compete successfully for suitable professional employment.

As reflected in Table V there is a high job mobility among immigrants with professional and technical backgrounds. Foreign training has not gained wide acceptance in the American job market and many immigrants are forced to take jobs in the service industry and other occupations not being sought after by local residents.

TABLE V. JOB MOBILITY AMONG IMMIGRANTS  
IN HAWAII, OCTOBER 1975

<u>Previous Occupation</u>	<u>Remained in Same</u>	<u>Changed to Service</u>	<u>Changed to Other</u>
Professional	39%	24%	37%
Clerical & sales	78%	12%	10%
Service	74%	-	26%
Farm	22%	48%	30%
Processing	11%	46%	43%
Machine trades	35%	29%	36%
Benchwork	67%	23%	10%
Construction	74%	16%	10%
Miscellaneous	39%	40%	21%

Source: An Analysis of Impact of Immigration on State Services,  
Center for Governmental Development, University of Hawaii, Honolulu,  
Hawaii, October 1975.

Health. In the recent HEW Immigrant Study, Health and Social Service workers, Immigrant Community leaders, and Administrator/Polycymakers all were in near agreement as to the major health-related problems of immigrants. They included (a) high cost of services, (b) lack of awareness of resources, and (c) language and communication.

These three problems are closely interrelated and are frequently mentioned in various combinations. One health worker, for example, reported that immigrants "tend to delay going to medical treatment on evaluation mostly due to financial problems . . . despite being eligible at Community Health Centers. (Immigrants are) too ashamed, too proud."

In other words, there are serious barriers which make it difficult for immigrants to receive care for their health needs. This is even more complicated by the fact that immigrants tend to have a higher incidence of tuberculosis, skin infections, iron deficiency anemia, intestinal parasites, middle ear disease, dental disease, leprosy, and untreated



major congenital deformities. Many of these illnesses require prompt medical attention and become more serious with the passage of time.

Table VI reflects additional information concerning the health status of newly arrived immigrants. In general, the health status of immigrants is better than that of Hawaii's residents when measured in terms of diseases. It should also be noted that immigrants have a much lower rate of heart disease, hypertension, chronic conditions, and total bed days.

TABLE VI. HEALTH STATUS OF IMMIGRANTS

<u>Health Status Factor</u>	<u>Hawaii Residents</u>	<u>Immigrants (from U.S. Mainland)</u>	<u>Immigrants (including U.S. Nationals)</u>
One or more chronic conditions	384.9	318.1	259.2
One or more bed days	68.8	69.1	38.2
Total bed days	1750.7	1607.0	707.6
One or more hospital nights	69.3	61.8	53.1
Total hospital nights	684.3	448.3	509.2
Back impairments	34.3	32.1	8.8
Vision impairments	11.7	6.6	17.1
Arthritis and rheumatism	26.4	20.1	15.3
Diabetes	26.0	18.5	14.1
Tuberculosis	3.8	2.9	5.5
Heart disease	19.3	22.6	0.0
Hypertension	58.5	25.4	24.3

Source: R&S Report, Hawaii State Department of Health, Issue No. 14, April 1977, p. 3.

Education. Education is held up in our society as the means to a better job and a better life. Among immigrants, a good education is of primary concern. Unfortunately, there are barriers for the immigrants in their quest to educate themselves and their children.

The major problem of course is in language. As stated earlier, language and communication are stumbling blocks in all aspects of the immigrants entry into American society. This is particularly true in the schools. A study by the Hawaii State Department of Education in 1976-77 identified 9,340 students in the public schools who needed help with English. This is further complicated because of the multiplicity of mother tongues. (See Table VII.)

Bilingual teachers and programs are essential. Attention should also be paid to cultural differences. Immigrant children often feel insecure and anxious in the public schools. They may be ashamed of their accents and their inabilities to comprehend everything the teacher says. And the curricula is geared to American culture which is often alien to the immigrants. More emphasis should be placed in developing curricula which value the many and diverse foreign cultures in our school system.

The educational problems of immigrants, however, do not end in the classroom. As stated above, many of the immigrants arrive in this country with a substantial educational background, and are still forced to take employment far below their skill level.

A recent report by ASIAN, Incorporated reveals some interesting data on the effects of education on income among immigrant groups. They looked at the relationship of educational attainment and earnings among Asians and White Americans in five cities. In Honolulu, there were five groups: Japanese, Chinese, Filipino, Hawaiian and White.

TABLE VII. STUDENTS WITH LIMITED ENGLISH SPEAKING ABILITY  
IN HAWAII PUBLIC ELEMENTARY AND SECONDARY SCHOOLS, 1977

<u>Original Language</u>	<u>Total</u>		<u>Language Dominance Rating</u>				
	<u>%</u>	<u>#</u>	<u>Monolingual</u> <u>Non-English</u>	<u>Non-English</u> <u>Dominant</u>	<u>Bilingual</u>	<u>English</u> <u>Dominant</u>	<u>Monolingual</u> <u>English</u>
Total Number	100.0	9,340	1,133	1,342	4,126	2,739	-
Cantonese	6.7	629	46	87	347	149	-
Mandarin	2.4	222	28	52	113	29	-
Ilocano	34.6	3,232	393	345	1,274	1,220	-
Tagalog	4.9	453	43	64	189	157	-
Visayan/Cebuano	2.4	224	10	43	103	68	-
Japanese	7.3	683	65	71	257	290	-
Korean	11.3	1,057	164	210	472	211	-
Samoan	17.1	1,595	218	197	796	384	-
Vietnamese	5.4	508	47	113	267	81	-
Other Non-Native	6.7	623	82	149	261	131	-
Hawaiian	1.2	114	37	11	47	19	-
Percent of Language Group With Dominance Rating							
Total	100.0		12.1	14.4	44.2	29.3	-
Cantonese	100.0		7.3	13.8	55.2	23.7	-
Mandarin	100.0		12.6	23.4	50.9	13.1	-
Ilocano	100.0		12.2	10.7	39.4	37.7	-
Tagalog	100.0		9.5	14.1	41.7	34.7	-
Visayan/Cebuano	100.0		4.5	19.2	46.0	30.3	-
Japanese	100.0		9.5	10.4	37.6	42.5	-
Korean	100.0		15.5	19.9	44.7	20.0	-
Samoan	100.0		13.7	12.4	49.9	24.1	-
Vietnamese	100.0		9.2	22.4	52.6	15.9	-
Other Non-Native	100.0		13.2	23.9	41.9	21.0	-
Hawaiian	100.0		32.5	9.6	41.2	16.7	-

Source: Hawaii State Department of Education, "Identification, Assessment, and Planning System for Limited English Speakers: Status Report," July 1977.

In general, the payoffs in education were high for the Asian groups; the more education they had, the higher their earnings. Among persons with four or more years of college education the Japanese, Chinese, and Hawaiian groups had higher median annual incomes than the Whites. There was, however, one noticeable exception - the Filipinos.

The Filipinos earned substantially less than all other groups, and, more importantly, there was no clear relationship between education and income.

As seen in Table VIII, the median annual income for Filipino men decreased with a high school education, and those with 4 + years of college earned only slightly more than men with less than high school education.

TABLE VIII. RETURNS TO EDUCATION FOR ASIAN  
AND WHITE AMERICANS IN HONOLULU

Ethnic Group	Median Annual Income by Educational Attainment				Overall
		Less Than High School	High School - 3 Yrs. College	4 + Years College	Gain
Japanese	M	\$8,722	\$ 9,700	\$12,100	\$2,400
	F	4,077	5,524	8,250	4,173
Chinese	M	9,250	10,778	14,000	4,750
	F	4,273	5,792	4,750	477
Filipinos	M	7,000	6,000	7,500	500*
	F	3,500	4,833	6,000	2,500
Hawaiians	M	7,929	8,833	13,000	5,071
	F	3,437	5,200	5,500	2,063
Whites	M	9,000	8,875	11,500	2,500
	F	4,000	4,750	5,750	1,750

\*Note irregular pattern.

Source: David M. Moulton, The Socioeconomic Status of Asian American Families in Five Major SMSA's with Particular Regard to the Relevance of Commonly-Used Indicators of Economic Welfare. Prepared for the Conference on Pacific and Asian Families and HEW related issues, March 1978.



Housing. Hawaii has had a chronic housing problem for over thirty years. An estimated 38,000 housing units were lacking as of 1971. While recent construction of multi-family units has relieved some of the shortage, high costs prohibit persons with low income and little savings to purchase their own homes. High housing costs are causing undue hardship for low-income families who spend a major portion of their income for housing. In recent years redevelopment in Ota Camp, Nakatani Housing, and Kukui Project has eliminated the number of available low-rental units. Public housing has helped a few families, but assistance from this sector is limited because of the long waiting lists.

Housing problems for immigrants have not improved since the 1969 Governor's Conference on Immigration. Recent studies indicated that housing continues to be a major problem, especially for Filipinos who typically have large households. They live in high density conditions with as many as eleven persons per household. Their cultural values of utang na loob ("obligation or reciprocity to others") and pakikisama ("getting along cooperatively with others and respect and obedience to authority") dictate that they accommodate relatives in time of need; thus adding to the number of persons in the household and increasing their difficulties in finding adequate housing.

Data provided by the Department of Social Services and Housing confirm these cultural norms. Among Filipinos, almost 50 percent of the medicaid recipients (elderly persons) live rent free with their relatives.

This sharing of households is also true among Samoans, who have a large number of families in public housing.

Social and Cultural Adjustment. All immigrants experience some degree of "cultural shock," but the effect on the individual is contingent on many factors such as: the degree to which the individual's values and cultural practices coincide with those of the receiving society and the

dominant core group(s) within it; their adaptive capacities to tolerate, accept, and perhaps assimilate new cultural behaviors of the society, and the society's acceptance of immigrants and their cultural pluralism.

Many of the Asian immigrants' values are congruent to some degree with traditional western culture, such values as hard work, savings, higher education, material success, and individualism. However, some other traditional values and practices which were appropriate in their native country conflict with those of the dominant majority and general population in Hawaii.

## RECOMMENDATIONS

For nearly a decade, the State Commission on Manpower and Full Employment has been involved in planning and coordinating services for foreign immigrants to the State of Hawaii - initially through its sponsorship of the Governor's Conference on Immigration (1969) and subsequently through the establishment of the State Immigrant Services Center (1975).

Since 1976, the State Immigrant Services Center has issued an annual report with recommendations to all levels of government for the improvement of services to immigrants. These recommendations are developed and reviewed by the members of the Commission and are submitted in the belief that the more swiftly both government and the community move to assist immigrants, the more likely we will ensure a high quality of life for all of Hawaii's residents.





## FEDERAL - REVIEW OF U.S. IMMIGRATION POLICIES

### 1. Assistance in Adjustment

Since 1965, the United States has admitted approximately 375,000 immigrants annually, but the federal government has not established a policy on how to integrate the newcomers to American society. While economic difficulties are considerable, a large number of immigrants have come from Asian and Pacific countries with social patterns radically different from American social patterns, requiring adjustment to overcome cultural shock. Moreover, the impact of these immigrants varies among the states and falls most heavily on certain cities, including Honolulu.

*Recommendation: The U.S. Congress enact legislation similar to the "Gateway Cities" bill introduced by former Congresswoman Patsy Mink to assist states and local communities in providing programs to facilitate immigrant adjustment and help them become productive members of American society.*

### 2. Unified Refugee Program

The U.S. Congress has enacted refugee legislation on a crisis basis which has resulted in separate programs for Czechoslovakian refugees, Cuban refugees and Indo-Chinese refugees. This has resulted in unequal opportunities in acquiring federal assistance on the part of refugees, depending on the legislation which covers them.

*Recommendation: The U.S. Congress review its refugee legislation and enact a unified law which would provide equal opportunity for all refugees regardless of nationality.*

### 3. Sharing of Immigration Data with State Agencies

The U.S. Immigration and Naturalization Service collects annual information on new entries from foreign countries and alien registrations which would be helpful to State agencies in their planning and delivery of services to newcomers. Repeated requests to make this information available have been turned down because of legal and regulatory restrictions.

*Recommendation: The U.S. Congress enact legislation to permit State agencies access to immigrant information for the restricted purpose of improving State delivery of services in facilitating immigrant adjustment.*

### 4. DHEW Pilot Program for Immigrants

Many of the immigrant needs identified by State and local agencies are within the purview of the U.S. Department of Health, Education, and Welfare's responsibility. However, none of the existing HEW agencies is addressing itself to the problem in a consistent or comprehensive manner.

*Recommendation: The U.S. Department of Health, Education, and Welfare create a pilot program to monitor immigrant needs and assist State and local agencies in facilitating the provision of immigrant services.*

## STATE - REVIEW OF STATE SERVICES

### 1. Education

#### a. Bilingual Program Personnel

The Audit Report of the Hawaii Bilingual/Bicultural Education Project 1977, prepared for the Department of Education, is critical of the way in which bilingual aides

are utilized in the public schools. Federal guidelines require that students served by the project be taught academic and other subject matter in their native languages and English. In the absence of bilingual teachers able to perform these functions, bilingual aides were hired to achieve the stated goals as required by law. However, the program audit revealed that bilingual aides were improperly utilized. Instead of providing assistance in bilingual instruction to students of limited English-speaking ability, the aides were utilized for tutoring slow learners and for maintaining discipline in the classroom, cafeteria and school yard.

Another important concern was the hiring of tenured teachers and educational officers who are not bilingual and do not know about the problems and cultures of the target student population to staff special programs such as the ESAA Pre-Placement Orientation Program. In some instances, the best qualified persons already on the job were replaced to accommodate tenured teachers who had lost their jobs because of drops in enrollment in schools.

*Recommendations:*

(1) *The Department of Education closely monitor the way in which bilingual aides are utilized by school principals in order to conform to federal guidelines and to the rules and regulations governing federal programs.*

(2) *The Board of Education consider seeking an exemption of special immigrant programs from the collective bargaining agreement in order to assure that better qualified personnel are not displaced by teachers with more seniority.*

b. Inclusion of Non-Western Values in School Curriculum

Some immigrant students from non-western countries experience serious difficulty in adjusting to the American education system. For instance, individual competition is highly valued in American society, and this conflicts with the value systems of those students who come from societies which reward cooperative endeavors and frown upon individualism. Furthermore, the auditor for the Hawaii Bilingual/Bicultural Education Project did not find that the Hawaii English Program (HEP) materials used in these classes fostered cultural integration.

*Recommendation: The Department of Education utilize studies of cultural values of different ethnic groups and develop curriculum which incorporates the concept of cultural pluralism which reflects the richness of the Hawaiian community.*

c. Coordination of Immigrant Programs

Although there are a number of programs established to assist nonnative speakers of English, these programs often operate without meaningful relationships with one another, even on a given school campus. In a 1975 Preliminary Issue Paper on the Teaching English to Speakers of Other Languages (TESOL) Program, the Department of Education indicated a need for a State policy to define an immigrant student as well as a need for the coordination of programs to maximize the department's efforts in helping immigrants.

*Recommendation: The Board of Education consider creating an office to coordinate immigrant programs within the Department of Education reporting directly to the State Superintendent.*



d. Bilingual School Counselors

The State Immigrant Services Center's recent HEW-funded Immigrant Study found that parents, school personnel and community leaders ranked bilingual school counselors as a priority need for schools with high enrollments of immigrant students. Parents of immigrant students felt that the school counselor is not adequately prepared to handle instances where immigrant students need assistance in relating to persons of other cultural groups, in adjusting to the American learning style, in making vocational and career plans, and in improving peer group relationships.

*Recommendations:*

(1) *The Department of Education consider the employment of special roving bilingual school counselors who can provide career, vocational, and personal counseling services to immigrant students.*

(2) *The Department of Education provide in-service training for teachers who work in schools with high enrollments of immigrant students to enable teachers to be more sensitive to early signs of developing problems.*

e. Adult Education

There are three distinct immigrant groups who need special/adult education programs and services. First, there is a large number of recent immigrants who seek gainful employment immediately upon arrival yet urgently need to learn a new language and a new vocation. They often do not have the time to attend regular adult education classes since working for their support has a greater urgency. Under such circumstances, they may be confined to dead-end jobs and thereby limit their chances for upward

mobility. Secondly, some young immigrants have difficulty in keeping up with their school work because of language barriers and drop out of the regular school program. They find it difficult to find employment because they lack a high school diploma and cannot speak English. Their future is bleak and some are tempted to engage in criminal activities. Thirdly, Asian immigrant women must adjust to a new lifestyle in the United States. They often find it necessary to seek work to help support their families, but do not have the formal training to obtain meaningful employment.

*Recommendations:*

(1) *The Department of Education, Community and Support Services Branch, consider initiating an integrated English language and vocational education program with support services in job placement and family counseling for immigrants.*

(2) *The Department of Education undertake a research project to find cost-effective ways of teaching vocational and language skills to selected immigrant groups. The search for cultural factors in learning may be an important dimension in this study.*

## 2. Employment

### a. Language and Manpower Training

According to the study conducted by the University of Hawaii's Center for Governmental Development (October 1975), unemployment and underemployment of immigrants are directly related to their lack of English proficiency and their unfamiliarity and experience with the world of work in an American setting. The SISC's preliminary findings from the HEW Immigrant Study (December 1978) indicated that language and communication remain major problems among newly arrived

immigrants in Hawaii. It is estimated that 34 percent of those immigrants admitted to Hawaii intend to enter the labor market immediately upon arrival. They are generally young, with good potential for productive jobs if provided with English language and vocational training.

*Recommendation: The City Office of Human Resources and the State Department of Labor and Industrial Relations consider providing language and skill training for immigrants in occupations where their potential and bilingual capabilities can be utilized for productive employment.*

b. Study on Immigrant Labor Impact in Hawaii

There has never been an extensive study of the impact of immigrants on Hawaii's labor force. Much can be learned by studying the employment activity of immigrants and their contributions to the economic well-being of the community.

*Recommendation: The Department of Labor and Industrial Relations seek research grants to initiate a study on the impact of immigrants on Hawaii's labor force with the financial assistance and cooperation of the U.S. Department of Labor.*

3. Health

a. Yuen-Mangrobang Court-Ordered Committee

On October 4, 1976, a class-action suit (Civil Suit #76-0365) was filed against George Yuen, Director, Department of Health, "for allegedly failing to implement comprehensive programs within the Department to insure that non-English speaking persons in Hawaii have the same ease of access as English-speaking persons to federally assisted health care services as required by federal regulations and laws."

A compromise upon the stipulated judgment was agreed to and filed on March 2, 1978 in U.S. District Court by the plaintiff and the defendant. A court-ordered committee was set up to submit recommendations on the bilingual service capability minimally necessary in the Department of Health in order to comply with federal laws and regulations in serving the non-English speaking population of Hawaii. On May 11, 1978, the committee sent to Mr. George Yuen a set of recommendations on how the Department of Health could rectify the situation. As of this date, the court appointed committee and the Department of Health have not developed a workable compromise solution to the problem. Meanwhile, the immigrants are not being provided adequate access to federally funded health services.

*Recommendation: The Court Appointed Committee and the Department of Health expeditiously resolve their differences so persons of limited English-speaking ability will have equal access to programs.*

b. Medical Insurance Coverage

A recent evaluation by the State DOH's Public Health Nursing Services indicated that 29.6 percent of Hawaii's immigrants financed their own health care (as compared to 9 percent of other residents). Conversely, a lower proportion of immigrants (27.5 percent) than residents (43.0 percent) was financed by Medicare and Medicaid. The problem appears very serious when the lower income status of the immigrants is considered. In the 1975 OEO Census Update study, the median income on Oahu for immigrants was \$6,928, compared to \$10,192 for Oahu residents. Without adequate insurance coverage, health care among immigrants is often crisis oriented.

*Recommendation: The Department of Health seek assistance from the federal government to explore ways and means to make medical insurance coverage available and affordable to immigrants who are presently not qualified for government supported health programs and are not financially able to secure private coverage.*

c. National Health Service Corps

Public health practitioners identified tuberculosis, skin infections, iron deficiency anemia, intestinal parasites, middle ear disease, dental disease, leprosy, and untreated major congenital anomalies as common health problems among immigrants. Severe depression and other related mental health problems were also noted as health problems specifically associated with the immigrants' adjustment to American society.

A major factor of this health crisis among immigrants is the shortage of bilingual health practitioners who can linguistically and culturally relate to these immigrants. The paradox is that there are many health professionals in the immigrant population who are unable to utilize their talents or training because of licensure, residency and other restrictions. Many of these immigrant health professionals could be part of the National Health Service Corps Program if it were available in Hawaii.

*Recommendation: The State Health Planning and Development Agency explore the possibility with the U.S. Public Health Service to consider certain areas in Hawaii as suited for the National Health Service Corps Program.*

#### 4. Support Services

##### a. Bilingual Staff at Department of Social Services and Housing

A report by the Office for Civil Rights of DHEW, Region IX, dated October 26, 1978 found the State Department of Social Services and Housing (DSSH) to be in noncompliance with Title VI of the Civil Rights Act of 1964 and its implementing regulations. Specifically, DSSH was reported to have failed to implement appropriate methods of administration in the following areas: (1) providing adequate bilingual services to its limited and non-English speaking clients to insure access and equal services in its federally assisted programs; (2) collecting and maintaining adequate racial/ethnic and language records and reports (data) to be submitted or made available to the responsible HEW officials as may be required to insure compliance under HEW's Title VI implementing regulation; (3) informing and instructing/training its staff concerning their responsibility and obligations under Title VI. Officials at DSSH confirmed the findings according to the HEW report.

*Recommendation: The State Legislature provide funding to hire bilingual workers for DSSH and other agencies having heavy caseloads of persons with limited English-speaking ability.*

##### b. Centralized Bilingual Outreach Services

The wide dispersion of immigrants on Oahu has increased the number of service agencies in need of bilingual capabilities to respond adequately to immigrant problems. A number of educational and social agencies have requested short-term assistance in order to insure accurate interpretation of immigrant problems. Increasingly, there is a



demand to provide a direct and visible link in service delivery between the agencies and the immigrant clientele.

*Recommendation: The State administration reallocate appropriated funds for immigrant services to SISC to establish a centralized bilingual outreach service that would be available for alleviating communication problems between agencies and the immigrant clientele.*

c. Coordination of Federal Grants for Immigrant Services

The necessity to coordinate federal grant applications for immigrant services has increased as more grants have been made available by the federal agencies to assist in immigrant problems. In order to maximize the State's chances of securing funds, it is imperative that the State establish a coordinating mechanism.

*Recommendation: The State administration designate the State Immigrant Services Center to assume the responsibilities of coordinating the submission of federal grant applications for immigrant services.*

# ACTIVITIES

## Kalihi-Palama Interagency Council for Immigrant Services, Inc.

The Kalihi-Palama Interagency Council for Immigrant Services, Inc. is a composite of organizations which serve immigrants within the Kalihi-Palama area as well as in other areas throughout the State. The Council was formed in 1974 as a community response for needed cooperation and coordination among the various public and private agencies that were providing services to immigrants. It was hoped that the service agencies would share ideas, resources, and services under the Council set up, and that this would lead to better and more comprehensive services for the immigrant population.

In 1978, full-time staff was added to the Council, through the auspices of the Health and Community Services Council and VISTA. These positions were for one year only, and efforts are currently underway to acquire permanent full-time staff.

The Council presently consists of representatives from approximately sixty-five member agencies who meet on a monthly basis. In 1978, there were three standing committees within the Council, the Legislature Committee, Education Committee, and Needs and Resources Committee.

There were two major activities of the Council during 1978; the Public Forum on "The Immigrant Experience in Hawaii" co-sponsored with the Hawaii Committee for the Humanities, and the H.E.W. Survey in conjunction with the SISC. The results of these projects are available through the Interagency Council.

It is expected that the Interagency Council will continue to play a vital role in the community during the coming year.

## Kalihi-Palama Immigrant Services Center

The Kalihi-Palama Immigrant Services Center (KPISC) is a private, non-profit program of the Palama-Interchurch Council, which is under

contract with the State Immigrant Services Center, Commission on Manpower and Full Employment, Office of the Governor.

The goal of the program is to facilitate the adjustment of newcomers to the Hawaiian environment in order to help them become both socially and economically self-sufficient and productive, with particular emphasis on employment, housing, health and personal orientation. The KPISC staff offered services in the following languages: English, Mandarin, Cantonese, Ilocano, Tagalog, Korean, Japanese, Samoan, Laotian, Vietnamese and French.

During the past year KPISC provided services to 2782 clients, of which 60% were new to the center. In terms of ethnic group, the Chinese immigrants made up 13.8% of the total caseload, Samoans 11.6%, Filipinos 17.7%, Indochinese 26.8% and Koreans 30.1%.

When looking at the breakdown for new clients, the percentages are as follows: Chinese 8.5%, Samoans 11.1%, Filipinos 17.0%, Indochinese 26.8%, and Koreans 36.5%.

There was a marked decrease in the proportion of Chinese immigrants from last year to this year.

In actual client contacts with the center, the Indochinese accounted for 34.7% of total contacts, followed by the Koreans with 24.1%, Chinese with 18.2%, Filipinos with 14.5%, Samoans with 8.5% of the total contacts.

These figures reflect to some degree the needs of the various ethnic groups.

The Chinese, although comprising only about 6% of all immigrants to Hawaii, accounted for a substantial amount of contacts with the center. Their needs were primarily in the areas of interpretation requests and collaborative services, indicating that they have substantial communication difficulties and need someone to speak for them.

Filipino clients requested a broad range of services with emphasis on information, counseling, casework interviews and collaboration. They

also benefited from a large percentage of employment and job training referrals, indicating that many of their adjustment problems are employment related.

However, when considering that the Filipinos make up well over 50% of the total immigrant population in the State, it appears that they are underutilizing the services of the center are not geared toward their particular needs.

Most of the Koreans requesting service in 1977 - 1978 were recent arrivals in their primary adjustment period. They received 30% of the information services, the most employment assistance, the largest number of financial, health, housing and education referrals, and the second most counseling, casework interviews, transportation and job training referrals. The average Korean immigrant tends to be less prepared than others for the American experience and requires a broad range of assistance soon after entering the States.

American and Western Samoans utilized the smallest range of services of all groups served by the KPISC. Last year they requested the fewest housing, health, and education referrals and the second fewest employment referrals, even though their needs seem to be substantial in these areas, particularly in the area of employment assistance. Perhaps this reflects the isolationism of the Samoan Community, or again the difficulty of the center in meeting these needs.

The Indochinese clients were all recent arrivals in their primary adjustment periods. They received approximately a third of all KPISC services last year, filling forms, counseling, transportation, legal help and in casework interviews. Due to their particular situation, the Indochinese utilized KPISC services to a far greater extent than other immigrant groups, in large part because most of Hawaii's Indochinese refugees became eligible for permanent residence late in 1977, resulting in hundreds of new forms to be completed for the INS.

It is clear from the KPISC data that Hawaii's immigrants, Samoans and refugees are in need of a great deal of assistance to help them

adjust to the local environment and became functional members of their new society. The majority of the center's primary assistance were in the areas of interpretation, information and filing of forms - immediate needs for those who are not yet comfortable with the English language.

Unfortunately, less than 10% of the KPISC services were referrals for employment, financial, housing, job training, health, education and legal matters. After the initial arrival period, these more difficult problems must be addressed for all of these ethnic groups to become socially and economically self-sufficient and productive.

#### Summary

The target group of the KPISC consists of Chinese, Filipino and Korean immigrants, Indochinese refugees, and Samoans residing in Honolulu proper. A wide range of services were, in fact, provided to this population. However, KPISC data suggests that certain groups i.e. Chinese and Indochinese received a disproportionately high amount of resources in relation to their overall population, and other groups i.e. Filipino and Samoan, received a disproportionately low amount of resources considering the population of these two groups. The Korean immigrants, who have recently arrived in increasing numbers accounted for about one fourth of the Center's contacts.

It also appears that most of the KPISC services were related to immediate needs for non-English speaking persons, filling out forms, interpreting and providing information. Of all the ethnic groups, the Filipinos and Samoans are least likely to need these services.

This highlights the need for federal and State agencies to make their various forms available in the native languages of the newly arrived immigrants and to hire more bilingual workers.

This would ease the burden of private agencies, such as KPISC, and allow them to devote more time and energy to the more difficult problems in the areas of employment, housing, and health care.

### Indochinese Refugee Project

The collapse of the governments of South Vietnam, Cambodia, and Laos produced a flood of refugees, most of whom came to the United States and received assistance through the Indochina Migration and Refugee Assistance Act of 1975. Of the 145,000 Indochinese refugees who entered the United States between April 1975 to June 1977, approximately 3,000 settled in Hawaii.<sup>1</sup> Subsequently, about 3,000 more came to the islands through the sponsorship of the Catholic Social Services, Vietnamese Indochinese Voluntary Assistance, and Kalihi-Palama Immigrant Services Center. However, about 2,500 left the islands for better opportunities on the Mainland.

In September 1976, the Office of the Governor, State of Hawaii entered into a contract with the U. S. Department of Health, Education, and Welfare to provide English language instruction, vocational training and job placement for adult Indochinese refugees who would seem to be employable after the training period. Similar contractual arrangements were made by DHEW with various public and private agencies in other states having a large influx of Indochinese refugees. The Hawaii program put high emphasis on enrolling the Indochinese refugees in English language and job oriented vocational training. It also placed considerable efforts in providing supportive services to allow the refugees to participate in training program. In implementing the program, the Governor's Office utilized the Department of Education to provide the English language instruction and the University of Hawaii Community College Systems Manpower Training to provide the vocational training aspect of the program. A consortium of private and public agencies that were facilitating the resettlement process was organized to provide the supportive services necessary in maintaining high participation of refugees in the program.

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<sup>1</sup>DHEW Refugee Task Force, Report to the Congress, June 20, 1977, p. 19.



The primary purpose of the project is to assist Indochinese refugees in becoming self-sufficient and productive members of American society. However, there are basic problems inherent to any newcomer to a foreign country which stood in the way of self-sufficiency. Agency workers identified deficiency in English communication and lack of marketable skills as the major problems among Indochinese refugees. Cognizant of these problems in pursuing the goal of the project, the following objectives were adopted:

1. To improve English communication for employable adult refugees.
2. To provide vocational skill training and on-the-job work experience for employable adult refugees.
3. To counsel, seek employment for, and place on jobs employable adult refugees.
4. To provide supportive services to sustain employable adult refugees while in training and in probationary job placement.

The Program Consists of Four Major Components:

1. English Instruction:

English instruction is provided contractually with the Department of Education and is offered through the McKinley Adult School. The levels of instruction range from pre-basic (where a client is illiterate in their own language) to advanced (where reading, writing and speaking skills are refined). Nine hundred sixty-three clients availed themselves of this opportunity during the past two and a half years.

2. Vocational Field Training:

The vocational skills training programs offer clients with little or no vocational skills an opportunity to develop marketable skills. Wherever possible, clients have been referred to existing vocational training programs in the community. However, due to the low-level language and literacy skills of most refugees, special vocational training programs have had to be developed in conjunction with public and

private resources. Over the last two and a half years, 259 refugees completed vocational skill training through the program.

### 3. Job Development and Placement:

The purpose of this component is to identify employment opportunities in the community. This is accomplished by individual contacts with employers in the State. An objective of this component is to inform prospective employers of the program and services provided. July 1976, 531 refugees have been placed in jobs. Approximately 80% of these placements remained on-the-job for more than 90 days. The rate of job placement in the program has been 58.2%; about 30% moved on to the mainland before completing the training, and the rest required further language and skill training.

### 4. Support Services:

Support Services are provided by a number of private and public agencies. The Department of Social Services and Housing provides financial assistance including welfare, food stamps and general assistance; program staff provides individual and family counseling; Department of Health provides medical and health care; participating agencies, (Catholic Social Services, Vietnamese Indochinese Voluntary Assistance, and Kalihi-Palama Immigrant Services Center) provide counseling and other support services.

Since the projects' inception a number of issues and problems have developed in dealing with the changing Indochinese refugee population.

Besides having the usual language deficiencies faced by the refugees, a majority of recent arrivals have little or no literacy skills even in their own native languages. Thus, providing minimal "survival" English skills and supportive English training related to skills training and successful employment has become an essential primary step to the employability of clients. In addition, pre-vocational classes have been instituted to help clients who are either undecided about or unaware

of vocational choices. Work-related English classes have been instituted either at the skills training or ESL training sites.

Secondly, almost all training programs currently offered by community resources have set proficiency standards or prerequisites which are far beyond the capabilities of even the clients anxious to begin training for some employable skills. Exceptions to the trend are the Breadline Food Service Training and Industrial Sewing Training at HCC where clients' needs are given great consideration, with supplemental English training offered by the Project.

In light of this, existing vocational training programs previously approached by the Project staff have been re-contacted and re-assessed as to availability and suitability as skills training site visits indicate the same levels of proficiency requirements expressed in earlier contacts.

Thirdly, programming pre-vocational and vocational-training to meet the special needs of the new arrivals have been further hampered by trying to reconcile and meet different operational guidelines (i.e. babysitting, transportation, etc.) within the various agencies.

Closer coordination with social service agencies and community resources, as well as development of innovative pre-vocational and vocational training related to employment are direct moves to reconcile discrepancies in different agency guidelines. Further joint coordination of efforts on the administrative levels of the agencies is being pursued to explore mutually-satisfactory solutions to meet client needs related to skills training and employability.

### Summary

With the uncertainty of the situation in Southeast Asia, it is difficult to predict what the future will be with regard to the Indo-chinese refugees. It appears that refugees will continue to come at about 100 a month through 1979. It is our realistic assumption that the new arrivals will need more training in English and vocational skills. Federal funding will continue on a year-to-year basis and it is felt that

the program will continue for some time. The need for a continued co-operative effort between levels of government and among public and private agencies is necessary to assist the Indochinese refugees become adjusted and productive members of American Society.

Department of Health, Education, and Welfare (DHEW) Sponsored Study on Immigrants

The Office of the Governor through the State Immigrant Services Center entered into a contract with DHEW to conduct a study to determine the impact of DHEW supported programs on immigrants, to examine the effect that the heavy influx of immigrants has on the delivery service system, and to identify significant problems encountered by immigrants in Hawaii.

The study was conducted by a group of researchers from the University of Hawaii.

Questionnaires were administered to five sample populations: Parents, principals and classroom staff, health and welfare field workers, community leaders and decision makers. The respondents were asked a) open-ended questions on major problems, b) open-ended questions on specific areas, i.e., health, employment, education, finances, etc., and c) rating of services and/or areas of concern.

All five samples consistently identified problems which fall under the two general categories of a) language and communication and 2) cultural differences. The majority of respondents estimated that over 50 percent of the immigrant population did not utilize services because of language problems.

In the area of health, the three major problems mentioned were a) cost of services, b) lack of awareness of resources, and c) language and communication.

In terms of jobs, the most frequently mentioned problems were a) language and communication, b) appropriate skills/qualifications, c) availability, and d) discrimination.

All groups identified language and communication as a problem in the area of education. Other problems mentioned were school adjustment, cultural differences and inadequate schools.

In terms of welfare, the data suggest that immigrants do not see the welfare office as a place to seek assistance. There is both a fear and negative attitude among some immigrant groups toward receiving public assistance. Also, there is clearly a negative community attitude towards

persons receiving public assistance.

There are basically two problems identified in the housing area: high rents/lack of money, and overcrowded/big families. The area of housing was seen as "very important" among all groups of respondents.

In terms of child care, the main problem is one of finances. For many of the immigrants a reliable babysitter is a very close friend or relative.

Finally, in the area of immigration and naturalization, the major problems seem to be a lack of understanding about immigration laws and, once again, language and communication.

Based on the problems identified in this study, the report to DHEW will discuss detailed suggestions for developing and providing needed services to immigrants.



### Samoan Study

The Department of Health, Education, and Welfare awarded a contract to Marshall, Kaplan, Gans, and Kahn of San Francisco to conduct an evaluation of the effectiveness of DHEW supported programs to Samoans in California, Hawaii and American Samoa. For the Hawaii portion of the study, the Office of the Governor through the SISC is conducting home interviews of a random sample of 250 Samoan households. The objectives of the study include:

1. To determine the human service needs of Samoans in terms of health, education, employment, income maintenance, and social services.
2. To inventory and analyze federally funded human services available to Samoan families.
3. To determine the extent and nature of the effectiveness of services delivery to Samoans in terms of current service utilization, recipient eligibility, barriers to participation, and barriers to provision.
4. To identify and analyze gaps and/or overlaps in services delivery to Samoans.
5. To develop feasible and appropriate recommendations for enhancing the effectiveness of DHEW supported human services to Samoans.

Materials on completed interviews are being sent to San Francisco for computer analysis and MKGK's interpretation. The Hawaii interviews are scheduled for completion in February 1979.

### Grant Applications

The SISC through the cooperative efforts of other agencies submitted a number of federal grant applications. Among them were the Coordinated Immigrant Consumer Education Program, the Credentialing of Immigrant Women Experiences for Vocational Education Placement and/or Entry Job Requirements, the Bilingual/Vocational Education Program, the Immigrant ESAA Program for Non-Profit Agencies, the three Indochinese Refugee continuing programs, the Public Health Services for Immigrants, and the Contract Proposal to Plan a Comprehensive Immigrant Health Services. The first three applications were denied funding. The Indochinese Refugee Programs were funded at approximately \$600,000 level. The two health proposals have been reviewed and endorsed by DHEW's Region IX Office and are awaiting final approval from Washington, D.C.

# APPENDICES

APPENDIX A

U.S. DEPARTMENT OF STATE

Bureau of Consular Affairs

VISA OFFICE

WASHINGTON, D.C.

Number 3 Volume IV

IMMIGRANT NUMBERS FOR JANUARY 1979

1. This bulletin summarizes the availability of immigrant numbers during January. Consular officers are required to report to the Department of State all qualified applicants for numerically limited visas; and the Immigration and Naturalization Service reports the demand of all qualified applicants for adjustment of status. Allocations of numbers were made, to the extent possible under the numerical limitations, for the demand received by December 10th in the chronological order of the reported priority dates. If the demand could not be satisfied within the statutory or regulatory limits, the class or foreign state or dependent area, in which demand was excessive, was deemed to be oversubscribed. The cut-off date for an oversubscribed category is the priority date of the first applicant who could not be reached within the statutory or regulatory limits. Only applicants who have a priority date earlier than the cut-off date may be allotted a number. Immediately that it becomes necessary, during the monthly allotment of numbers, to recede a cut-off date, supplemental requests for visa numbers will be honored only if the priority dates fall within the new cut-off date.

2. Issuances of visas are governed by the provisions of Section 203(a) of the Immigration and Nationality Act, as amended, which prescribes preference classes as follows:

First preference (unmarried sons and daughters of U.S. citizens): 20% of the over-all limitation of 290,000 in any fiscal year;  
Second preference (spouses and unmarried sons and daughters of aliens lawfully admitted for permanent residence): 20% of over-all limitation, plus any numbers not required for first preference;  
Third preference (members of the professions or persons of exceptional ability in the sciences and arts): 10% of over-all limitation;  
Fourth preference (married sons and daughters of U.S. citizens): 10% of over-all limitation, plus any numbers not required by the first three preference categories;  
Fifth preference (brothers and sisters of U.S. citizens 21 years of age or over): 24% of over-all limitation, plus any numbers not required by the first four preference categories;  
Sixth preference (skilled and unskilled workers in short supply): 10% of over-all limitation;  
Seventh preference (refugees): 6% of over-all limitation;  
Nonpreference (other immigrants): numbers not used by the seven preference categories.

2. A labor certification under Section 212 (a)(14) or satisfactory evidence that the provisions of that section do not apply to the alien's case is a prerequisite for nonpreference classification. Since all beneficiaries of approved third and sixth preference petitions are required to have a labor certification in support of the preference petition, such applicants are thereby entitled also to the nonpreference classification. Therefore, if visas are not available for them within their preference classes, and if nonpreference visas are available for their foreign state or dependent areas, these aliens may apply for nonpreference visas.

4. Section 203(b) of the Immigration and Nationality Act provides that visas be given to applicants in the order of preference classes. However, Section 202(e) of the Act provides that, whenever the maximum number of visas have been made available to natives of a foreign state or dependent area in any fiscal year, in the next following fiscal year visas will be made available by applying the preference limitations to the foreign state (20,000) or dependent area (600) limitations. Beginning October 1, 1978, those foreign states and dependent areas listed separately below benefited under the provisions of Section 202(e) of the Act.

5. On the chart below the listing of a date under any class indicates that the class is oversubscribed (See paragraph 1); "C" means current, i.e., that numbers were available for all qualified applicants; and "U" means unavailable, i.e., that no numbers were available.

FOREIGN STATE	PREFERENCE *						NONPREF- ERENCE
	1ST	2ND	3RD	4TH	5TH	6TH	
ALL FOREIGN STATES AND DEPENDENT AREAS EXCEPT THOSE LISTED BELOW	C	C	C	C	C	C	U**
CHINA	C	C	C	C	6-1-77	10-1-77	U
INDIA	C	C	C	C	5-22-78	C	U
KOREA	C	C	C	C	8-22-77	C	U
MEXICO	C	12-22-73	C	11-15-77	8-15-77	C	U**
PHILIPPINES	C	6-1-77	10-15-69	7-1-72	1-15-69	2-15-78	U
ANGUILLA	C	C	C	C	C	5-15-77	U
ANTIGUA	C	1-1-78	C	C	7-15-74	5-8-68	U
BELIZE	C	6-1-77	C	C	6-22-74	1-22-73	U
HONG KONG	C	8-8-75	6-1-68	12-1-73	10-1-67	9-1-75	U
ST. CHRISTOPHER-NEVIS	C	10-1-77	C	C	5-15-74	3-1-68	U
ST. LUCIA	C	C	C	C	8-1-78	4-1-70	U
ST. VINCENT	C	C	C	C	C	12-30-76	U

\* Seventh preference numbers are allocated in bulk, quarterly, to Immigration and Naturalization Service.

\*\* The Visa Office has determined on basis of demand that 290,000 numerical limit will be reached in FY-79. Therefore, applicants born in independent countries of Western Hemisphere and Canal Zone (except Mexico and Dominica), having a priority date prior to July 1, 1975, may be processed under 144,999 recaptured Cuban numbers. Recaptured Cuban numbers are available to natives of Mexico who have priority dates earlier than December 22, 1973. Natives of Dominica may not receive recaptured Cuban numbers because Dominica was not an independent country of Western Hemisphere during period 1968-76.

CA/VO - December 15, 1978

## APPENDIX B

### EXCERPTS FROM

#### DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE DIVISION OF ASIAN AMERICAN AFFAIRS (DAAA) BULLETIN DECEMBER 1978

The following is a list of new legislation affecting Pacific and Asian Americans, as compiled by Mark Tajima, Washington D.C. coordinator for the Pacific/Asian Coalition (PAC), taken from the Department of Health, Education, and Welfare's Division of Asian American Affairs (DAAA) Bulletin, December 1978:

#### American Samoa Delegate to Congress

On October 31, President Carter signed H.R. 13702 (Public Law 95-556), a measure to provide the Territory of American Samoa with a nonvoting delegate to the U.S. House of Representatives.

Sponsored by Rep. Phillip Burton (D-Calif.), H.R. 13702 authorizes American Samoa to elect a nonvoting delegate beginning in 1980. One problematic provision in the bill, as signed into law, limited eligibility for the delegate position to American Samoans who have been U.S. citizens for at least seven years. However, the majority of American Samoans would not meet this requirement.

To resolve this program, Rep. Burton and Sen. Spark Matsunaga worked out a strategy whereby another territorial bill, S. 3371, was amended to provide that U.S. nationals residing in American Samoa be eligible for the delegate position. S. 3371 was passed by Congress and signed by the President on November 2 (Public Law 95-584). Thus, American Samoans need not be U.S. citizens to be eligible to hold the office of delegate.

#### Civil Service Retirement Credit

H.R. 9471, a measure granting civil service retirement credit to Japanese American federal employees who were interned during World War II, was signed by President Carter on September 22, 1978 (Public Law



95-382). Sponsored by Rep. Norman Mineta (D-Calif.) and supported by the Japanese American Citizens League and the Committee for Internment Credit, PL 95-382 provides retirement credit for periods of confinement after the age of 18 to any Japanese American who was later employed by the federal government.

#### Internment Credit Claim for Civil Service Being Accepted: Application Procedures

Japanese American civil servants entitled to retirement credit for time spent in World War II domestic internment camps can now apply for the benefits, according to U.S. Representative Norman Y. Mineta (Calif.).

The first step in the claim process, Mineta said, is to obtain verification for the time spent in relocation camps from the Office of National Archives, NNFS, Washington, D.C. 20408.

The verification request should include the claimant's date of birth, the name of the relocation camp, and the dates of internment. If a claimant's name has changed, both the current name and the name used during internment should be included.

Once the verification has been obtained, claim procedures differ for retired civil servants and those still working.

Retired persons may file a claim with the U.S. Civil Service Commission Bureau of Retirement, Insurance, and Occupational Health, Washington, D.C. 20415. The Bureau of Retirement is creating a special office to deal with internment credit cases, Mineta said.

Claims should include the individual's birthdate, name while working for the federal government, approximate time of service, and the name of the employing agency.

The internment credit public law number, PL 95-382, should be included in any correspondence with the Civil Service Commission, Mineta said. Currently employed civil servants wishing to file a claim should contact their agency personnel offices.

#### Bilingual Education

On November 1, President Carter signed into law H.R. 15 (Public Law 95-561, "Education Amendments of 1978"). H.R. 15 extended the Elementary

and Secondary Education Act (ESEA) of 1965 for an additional five years through fiscal 1983. Included in the bill was a five year extension of bilingual education programs (Title VII of the ESEA Act.) \$200 million was authorized for bilingual education for fiscal 1979 with the authorization level increasing to \$400 million in 1983.

In reauthorizing the bilingual education program through 1983, Congress defined eligibility for bilingual services to be limited to children who are unable to "learn successfully in the English classroom." The measure also provides that up to 40% of the enrollment in Title VII-funded classes may be children who are already proficient in English therefore, helping children with limited English proficiency to improve their language skills.

A number of provisions are aimed at ensuring that bilingual education teachers are proficient in both English and the native language of the non-English speaking children. Program regulations must specify that each school district apply for federal aid be required to expend sufficient funds for the purpose of in-service teacher training.

Congress also ruled that parental advisory councils must be consulted by school districts in the preparation of applications for federal bilingual education funds.

#### Ethnic Heritage Studies Program

Public Law 95-561 ("Education Amendments of 1978") also included a five-year reauthorization of the Ethnic Heritage Studies Program which provides grants to public or private educational agencies, institutions, and organizations for projects that enable people "to learn about the nature of their own cultural heritage and to study the contributions of the cultural heritages of the other ethnic groups of the Nations."

#### Immigration

##### 1. Public Law 95-412 (H.R. 12443)

On October 5, the President signed H.R. 12443 establishing a single, worldwide quota of 290,000 immigrants per year, replacing

the previous system of hemispheric limitations. Under prior law, 170,000 immigrants from the Eastern hemisphere and 120,000 from the Western hemisphere were allowed to enter the United States each year.

With respect to refugees, under prior law, 10,200 refugees from the Eastern hemisphere and 7,200 refugees from the Western hemisphere per year were allowed to enter under a conditional entry provision. P.L. 95-412 also establishes a single world-wide quota for refugees.

P.L. 95-412 also establishes a Select Commission on Immigration and Refugee Policy to study existing laws, policies, and procedures governing the admission of immigrants and refugees to the United States and to make administrative and legislative recommendations to the President and Congress.

The 16-member Commission will consist of four members appointed by the President, four members from the House of Representatives, four members from the Senate, the Secretary of State, the Attorney General, the Secretary of Labor, and the Secretary of HEW.

## 2. Public Law 95-579 (S. 2247)

On November 2, the President signed S. 2247 which amends Section 312 of the Immigration and Nationality Act, relating to English language requirements for naturalization. Under the new law, petitioners for naturalization who are 50 years of age or older with 20 years lawful permanent residence in the United States on the date of filing a petition for naturalization are exempt from English literacy requirements for naturalization. Thus, P.L. 95-579 now makes it possible for older, non-English speaking Asians who have resided in the United States for over 20 years to become U.S. citizens.

## 3. Public Law 95-432 (H.R. 13349)

On October 10, the President signed H.R. 13349, which repeals Section 301 (b) of the Immigration and Nationality Act. Under

prior law, children born abroad of one citizen and one alien parent were required to be continuously physically present in the U.S. for a period of two years between the ages of 14 and 28 in order to retain their citizenship. P.L. 95-432 repeals this section so that residence is no longer required to retain U.S. citizenship.

#### 4. Immigration and Naturalization Service INS Appropriations

For fiscal year 1979, INS was appropriated \$299.3 million in funds and was authorized 10,997 positions. This represents an increase of \$20 million and 926 positions over the FY 1978 level. Most of the additional positions were allocated for the following areas: Border Patrol (293); Records (229); Inspections (200); and Anti-Smuggling (155). The budget includes funds for additional sedans, fencing, radios, a helicopter, and construction.

#### Indochinese Refugee Children Assistance Act

On November 1, President Carter signed into law H.R. 15 (P.L. 95-561, "Education Amendments of 1978"), which includes provisions extending the authorization for the Indochinese Refugee Children Assistance Act for an additional three years. The Act was to have expired on September 30, 1978.

As signed into law, authorization for the Act is extended through September 30, 1981. Congress amended prior law (P.L. 94-405) to provide up to \$450 in educational assistance per child. The new law (P.L. 95-561) also imposes tighter controls over the use of the funds by local schools to ensure that funds are used only to provide direct services for refugee students. Another amendment restricts eligibility for assistance under the program to those Indochinese refugee children who entered the United States after January 1, 1977. Although recent arrivals will continue to receive needed educational aid, this January 1, 1977 cut-off date closes the program to up to 80 percent of all Indochinese school-age refugee children in the United States today.

The U.S. Office of Education's Indochinese Children Assistance Task Force has begun to draft new regulations for the program. The proposed regulations should be available for public review and comment in January 1979.



